

Message Text

PAGE 01 NATO 06626 01 OF 03 272346Z

67

ACTION EUR-12

INFO OCT-01 AEC-05 CIAE-00 H-01 INR-05 IO-10 L-02 NSAE-00

OIC-02 OMB-01 PA-01 PM-03 PRS-01 SAJ-01 SAM-01 SP-02

SS-15 USIA-06 TRSE-00 RSC-01 NSC-05 ACDA-05 ISO-00

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INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T SECTION 1 OF 3 USNATO 6626

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: PRELIMINARY WG PAPER ON AIR MANPOWER AND COMMON CEILING

REF: USNATO 6455

1. WE TRANSMIT BELOW PRELIMINARY WG PAPER ON INCLUSION OF AIR MANPOWER IN COMMON CEILING WITHOUT REQUIRED REDUCTIONS. WG STAFF HAS TRANSMITTED PAPER NATO-WIDE TO CAPITALS WITH COVERING NOTE SAYING THAT IF THERE ARE NO OBJECTIONS BY DECEMBER 2 WG WILL CONSIDER PAPER APPROVED.

2. AT NOVEMBER 26 WG MEETING, TURKISH REP (GUR) AND NETHERLANDS REP (BENTINCK) AGAIN ARGUED THAT THIS DRAFT SHOULD BE COMBINED WITH ADDITIONAL PAPER (SEPTTEL) ON MILITARY-TECHNICAL IMPLICATIONS OF OTHER REPS SUPPORTED SENDING PRELIMINARY PAPER PROMPTLY TO SPC IN ORDER NOT TO DELAY SPC WORK ON THIS ISSUE. CANADIAN REP (BECKETT) AND UK REP (GEHRATY) PROPOSED INCLUSION OF
SECRET

PAGE 02 NATO 06626 01 OF 03 272346Z

COMMENTARY ON DIFFERENCES IN NON-INCREASE AND COMMON CEILING ALONG LINES OF PARA 5. FRG REP (DZIALAS) AND UK REP DEVELOPED IDEA THAT AIR MANPOWER COMMON CEILING COULD CONCEIVABLY BE ESTABLISHED AT HIGHER (EAST OR WEST) AIR

MANPOWER STRENGTH.

3. COMMENT: WE BELIEVE SOME OF THE ANALYSIS IN THIS PAPER, WHICH REPRESENTS COMPROMISE AMONG SUGGESTIONS OF WG MEMBERS, IS AWKWARD AND NOT ENTIRELY CONSISTENT WITH WASHINGTONS THINKING ON INCLUSION OF AIR MANPOWER IN COMMON CEILING. HOWEVER, FINDING AT PARA 11, THAT A METHOD CAN BE FOUND OF INCLUDING AIR MANPOWER IN COMMON CEILING WITHOUT ADVERSE MILITARY SECURITY EFFECTS FOR NATO, SUPPORTS OUR BASIC APPROACH TO THIS ISSUE.

4. UNLESS INSTRUCTED TO THE CONTRARY MISSION WILL NOT OBJECT TO APPROVAL OF THIS PAPER.

5. BEGIN TEXT:

BACKGROUND

1. ON 14 OCTOBER, 1974, THE SENIOR POLITICAL COMMITTEE, IN DISCUSSING THE PROPOSALS RELATING TO AIR MANPOWER IN A US NOTE(1) OF 2 OCTOBER 1974, AGREED THAT IT WOULD BE APPROPRIATE FOR THE MBFR WORKING GROUP TO EXAMINE THE MILITARY AND TECHNICAL IMPLICATIONS OF THE THIRD US PROPOSAL IN THAT NOTE(1), I.E. THAT THE ALLIES CONSIDER AUTHORISING THE AD HOC GROUP VIENNA TO DISCUSS (WITH THE EASTERN REPRESENTATIVES) THE INCLUSION OF AIR MANPOWER WITHIN A MANPOWER COMMON CEILING, PROVIDED THAT THE EASTERN DELEGATIONS AGREE TO THE COMMON CEILING CONCEPT.

2. THIS PROPOSAL, IF PURSUED, WOULD FOLLOW AND SUPPLEMENT THE OFFER, EXAMINED SEPARATELY(2), OF ALLIED WILLINGNESS TO CONSIDER MAKING A MUTUAL COMMITMENT ON THE NON-INCREASE OF AIR MANPOWER. THE OBJECTIVES, IN BOTH POSSIBLE OFFERS, WOULD BE TO COUNTER EASTERN CRITICISMS OF ALLIED MBFR PROPOSALS; IF POSSIBLE, TO BRING THE EASTERN DELEGATES TO AGREE TO DISCUSSION OF THE ALLIED CONCEPT OF MBFR FOCUSING ON GROUND FORCES IN CENTRAL EUROPE WITH THE AIM OF ACHIEVING
SECRET

PAGE 03 NATO 06626 01 OF 03 272346Z

A COMMON CEILING IN THOSE GROUND FORCES BY MEANS OF ASYMMETRICAL REDUCTIONS; AND TO PROBE IN NEGOTIATIONS THE EXTENT TO WHICH THE EASTERN COUNTRIES MIGHT BE PREPARED TO MOVE TOWARDS THE ALLIED APPROACH.

(-) USNATO/POL/OUT/NS/74-125, 2 OCT 74

(2) AC/276-D(74)11, 15 NOV 74

3. IN PRELIMINARY DISCUSSION IN THE MBFR WORKING GROUP OF THE TERMS OF REFERENCE FOR THE EXAMINATION, IT WAS MADE CLEAR THAT THE MILITARY/TECHNICAL IMPLICATIONS OF THE PROPOSAL SHOULD BE STUDIED ON THE ASSUMPTION THAT THE INCLUSION OF AIR MANPOWER WITHIN A COMMON CEILING WOULD

BE WITHOUT REQUIRED AIR MANPOWER REDUCTIONS.

PREVIOUS STUDY

4. A PREVIOUS STUDY BY THE WORKING GROUP (AC/276-D(74)9)
CONTAINS MATERIAL PERTINENT TO THIS QUESTIN AND IS QUOTED
HERE FOR READY REFERENCE:

"PARA 20. THE WORKING GROUP CONSIDER THAT:

(A) IT WOULD BE POSSIBLE FROM THE TECHNICAL POINT OF
VIEW FOR A LIMITATION ON AIR FORCES MANPOWER IN THE NGA TO
BE IMPLEMENTED IN TWO ALTERNATIVE WAYS.

(1) APPLY A NON-INCREASE, OR FORCE LIMITATION
AGREEMENT TO RESTRICT THE AIR MANPOWER OF BOTH SIDES IN THE NGA
TO THE AIR FORCE MANNING LEVELS WHICH EXISTED AT THE TIME ANY
AGREEMENT WAS SIGNED;

(2) APPLY A MANPOWER COMMON CEILING TO EMBRACE
BOTH GROUND AND AIR FORCES, WITHOUT ADDRESSING AIR
FORCES FOR REDUCTIONS. BOTH THE NON-INCREASE PROVISION AND
INCLUSION IN THE COMMON CEILING COULD BE FORMULATED WITHOUT
SPECIFYING A SERVICE SUB-CEILING."

DIFFERENCES IN NON-INCREASE AND COMMON CEILING

5. THE IMPLICATIONS OF A NON-INCREASE COMMITMENT FOR
AIR MANPOWER BETWEEN PHASES HAVE BEEN EXAMINED SEPARATELY(1).
FROM THE MILITARY/TECHNICAL VIEW, THE EFFECTS OF A NON-INCREASE
COMMITMENT WOULD DIFFER, IN CERTAIN RESPECTS, FROM THOSE OF
SECRET

PAGE 04 NATO 06626 01 OF 03 272346Z

(1) AC/276-D(74)11, 15 NOV 74

SECRET

PAGE 01 NATO 06626 02 OF 03 280036Z

67

ACTION EUR-12

INFO OCT-01 AEC-05 CIAE-00 H-01 INR-05 IO-10 L-02 NSAE-00

OIC-02 OMB-01 PA-01 PM-03 PRS-01 SAJ-01 SAM-01 SP-02

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S E C R E T SECTION 2 OF 3 USNATO 6626

A COMMITMENT TO INCLUDE AIR MANPOWER IN A COMMON CEILING.
A COMMON CEILING WOULD NECESSARILY TAKE EFFECT ONLY WHEN
AN AGREEMENT ON REDUCTION OF GROUND FORCES HAD BEEN
CONCLUDED, OR AT THE START OF IMPLEMENTATION OF SUCH AN
AGREEMENT. IT WOULD NOT BE FULLY EFFECTIVE, IN NUMERICAL
TERMS, UNTIL THE GROUND FORCE REDUCTIONS HAD BEEN COMPLETED.
A NON-INCREASE COMMITMENT ON THE OTHER HAND, APPLIED TO
AIR MANPOWER, WOULD TAKE FULL EFFECT AT THE CONCLUSION OF
AN AGREEMENT ON PHASE I REDUCTIONS OF GROUND MANPOWER;
AND, AS HITHERTO ENVISAGED(1), WOULD APPLY FOR A LIMITED
PERIOD BETWEEN PHASES 1 AND 2 OF MBFR. SUCH A NON-INCREASE
COMMITMENT COULD, HOWEVER, BE EXTENDED FOR A FURTHER LIMITED
PERIOD UNTIL THE CONCLUSION OF A SATISFACTORY PHASE 2
AGREEMENT, AT WHICH POINT THE FORM OF ANY LIMITATION TO BE PLACED ON
AIR MANPOWER WOULD HAVE TO BE DETERMINED. FURTHERMORE, A NON-INCREASE
COMMITMENT WOULD NECESSARILY APPLY TO THE LEVELS OF AIR MANPOWER
OF THE TWO SIDES AT THE DATE OF ACCEPTANCE OF THE COMMITMENT.
A COMMON CEILING, HOWEVER, STRICTLY INTERPRETED, COULD IMPLY
SECRET

PAGE 02 NATO 06626 02 OF 03 280036Z

ACCEPTANCE BY BOTH SIDES OF THE SAME MAXIMUM MANPOWER LEVEL FOR
AIR FORCES. THE EXTENT TO WHICH AIR MANPOWER WOULD BE THUS
LIMITED, FOR EITHER SIDE, WOULD DEPEND ON THE APPROACH USED IN
SPECIFYING SERVICE SUB-CEILINGS(1). THE PRACTICAL EFFECTS ARE
DISCUSSED UNDER THE APPROACHES LISTED AT PARA 6.

APPROACHES

6. FOUR POSSIBLE APPROACHES WHICH EMBRACE AIR AND
GROUND MANPOWER IN A COMMON CEILING, WITHOUT REQUIRED REDUCTIONS
IN AIR MANPOWER, CAN BE ENVISAGED. THESE ARE LISTED BELOW.

(1) AC/276-D(74)11, 15 NOV 74

UNDER EACH OF THESE APPROACHES, THE OVERALL COMMON CEILING
FIGURE REQUIRED TO CONFORM TO THE NATO PROPOSALS FOR GROUND
FORCE REDUCTIONS TABLED IN VIENNA WOULD BE DERIVED BY ADDING
AIR FORCE MANPOWER STRENGTHS TO NATO POST-REDUCTION GROUND
FORCE MANPOWER STRENGTHS(1). THE APPROACHES VARY ONLY AS TO
THE SPECIFICATION OF AGGREGATE SERVICE SUB-CEILINGS(2), IF ANY.

(A) APPROACH 1: SPECIFIES NO SERVICE SUB-CEILING.
(B) APPROACH 2: SPECIFIES SUB-CEILINGS ON AIR AND
GROUND MANPOWER.

(C) APPROACH 3: SPECIFIES SUB-CEILINGS ON GROUND

MANPOWER ONLY.

(D) APPROACH 4: SPECIFIES SUB-CEILINGS ON AIR MANPOWER ONLY.

7. THESE APPROACHES COULD HAVE DIFFERENT EFFECTS ON THE LEVELS OF AIR AND GROUND MANPOWER ALLOWED WITHIN AN AGREED OVERALL CEILING AND ON THE ABILITY OF EACH SIDE TO ALTER THE RATION OF AIR TO GROUND MANPOWER OF THEIR FORCES WITHIN THE NCA.

(A) THE FIRST APPROACH WOULD PERMIT EITHER SIDE TO CHANGE THE RATION OF ITS AIR TO GROUND FORCE MANPOWER WITHIN THE NGA, AS LONG AS IT DID NOT EXCEED THE AGREED OVERALL COMMON CEILING.

(1) PARA 24, C-M(73)83(FINAL), 16 OCT 74, STATES, INTER ALIA, THAT "THE OBJECTIVE WOULD BE APPROXIMATE PARITY IN THE FORM OF A COMMON CEILING ON NATO AND WARSAW PACT GROUND FORCES IN THE NATO GUIDELINES AREA REACHED IN TWO PHASES THROUGH A MAXIMUM
SECRET

PAGE 03 NATO 06626 02 OF 03 280036Z

10PCT REDUCTIO IN OVERALL NATO GROUND FORCE MANPOWER AND WARSAW PACT REDUCTIONS TO THE RESULTING NATO FORCE LEVELS."

(2) THE TERMS "CEILING" AND "SUB-CEILING" ARE USED IN THEIR AGGREGATE CONTEXT ONLY; THEY DO NOT IMPLY, IN ANY INSTANCE, TO CEILINGS OR SUB-CEILINGS ON THE FORCES OF A GIVEN NATION.

(B) THE SECOND APPROACH WOULD PROHIBIT BOTH SIDES FROM CHANGING THEIR RATION OF AIR TO GROUND MANPOWR IN THE NGA, POST-REDUCTIONS. TO INSURE THAT THERE SHOULD BE NO COMPULSORY REDUCTIONS IN AIR MANPOWER BY EITHER SIDE, THE SUB-CEILING ON AIR MANPOWER COULD BE ESTABLISHED AT THE LEVEL OF THE HIGHER (EAST OR WEST) AIR MANPOWER STRENGTH IN THE NGA AT THE TIME OF THE AGREEMENT. UNDER THIS FORMULATION, THE SIDE WITH THE LOWER AIR MANPOWER STRENGTH, I.E. NATO, WOULD HAVE THE OPTION OF INCREASING ITS AIR MANPOWER TO THE HIGHER LEVEL SUB-CEILING.

(C) THE THIRD APPROACH WOULD PERMIT EITHER SIDE TO INCREASE ITS AIR FORCE MANPOWER IN THE NGA TO THE EXTENT IT DECREASED ITS GROUND MANPOWER BELOW THE LEVEL OF THE AGREED GROUND MANPOWER SUB-CILING.

(D) THE FOURTH APPROACH WOULD PERMIT EITHER SIDE TO INCREASE ITS GROUND FORCE MANPOWER IN THE NGA TO THE EXTENT IT DECREASED ITS AIR MANPOWER BELOW THE LEVEL OF THE AGREED AIR MANPOWER SUB-CEILING. AS IN THE CASE OF THE SECOND APPROACH, THE AIR MANPOWER SUB-CEILING, WITHIN THE AGGREGATE COMMON AIR/GROUND CEILING, COULD BE ESTABLISHED AT THE LEVEL OF THE HIGHER AIR MANPOWER STRENGTH IN THE NGA AT THE TIME OF THE AGREEMENT.

8. USING THE ILLUSTRATIVE FIGURES IN ANNEX A, ANALYSES

SHOWS THAT APPLICATION OF THESE FORMULATIONS PRODUCE LITTLE DIFFERENCE IN OVERALL COMMON CEILING FIGURES AND IN THEIR AGGREGATE NUMERICAL EFFECT. THE ONLY DIFFERENCE BETWEEN THE OVERALL COMMON CEILING FIGURES IS 11,500 (I.E. BETWEEN WP AIR MANPOWER OF 208,000 AND NATO AIR MANPOWER OF 196,500). APPROACHES 1 AND 3 COULD INVOLVE, DEPENDING UPON THE VARIATION ADOPTED, AN INCREASE IN THE SIZE OF WP GROUND MANPOWER REDUCTIONS BY AN ADDITIONAL 11,500 MEN. APPROACHES 2 AND 4 WOULD GIVE NATO

SECRET

PAGE 04 NATO 06626 02 OF 03 280036Z

THE OPTION OF INCREASING ITS AIR MANPOWER BY 11,500 MEN. APPROACHES 1 AND 4 WOULD NOT PRECLUDE EITHER SIDE FROM TAKING LESS REDUCTIONS IN GROUND FORCE MANPOWER THAN IS REQUIRED UNDER THE TABLED NATO PROPOSALS. THIS WOULD BE CONTRARY TO NATO OBJECTIVES, I.E. APPROXIMATE PARITY IN GROUND FORCES ACHIEVED THROUGH ASYMMETRIC GROUND MANPOWER REDUCTIONS.

9. EACH OF THESE FOUR APPROACHES COULD HAVE MILITARY IMPLICATIONS, DIFFERENT NOT ONLY IN EACH CASE BUT ALSO TO THOSE ASSESSED BY THE WORKING GROUP IN THE EVENT OF THE ACCEPTANCE OF A NON-INCREASE COMMITMENT ON AIR MANPOWER BETWEEN THE PHASES (1). THE FOUR POSSIBLE APPROACHES ARE EXAMINED IN DETAIL IN A SEPARATE PAPER, TO DETERMINE THOSE DIFFERENT MILITARY IMPLICATIONS. THAT EXAMINATION, WHILE NOT COMPLETE, ALREADY SHOWS THAT THERE ARE MEANS OF INCLUDING AIR MANPOWER IN A COMMON CEILING WHICH SHOULD NOT RESULT IN ADVERSE MILITARY SECURITY EFFECTS FOR NATO. THIS JUDGMENT IN NO WAY IMPLIES A PREFERENCE FOR ANY OF THE POSSIBLE APPROACHES.

SECRET

PAGE 01 NATO 06626 03 OF 03 280122Z

67

ACTION EUR-12

INFO OCT-01 AEC-05 CIAE-00 H-01 INR-05 IO-10 L-02 NSAE-00

OIC-02 OMB-01 PA-01 PM-03 PRS-01 SAJ-01 SAM-01 SP-02

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S E C R E T SECTION 3 OF 3 USNATO 6626

CONCLUSION

10. THE WORKING GROUP'S PREVIOUS FINDINGS IN AC/276-D(74)9 THAT IT WOULD BE TECHNICALLY POSSIBLE TO PRODUCE FORMULATIONS WHICH INCLUDE AIR MANPOWER IN A COMMON CEILING, WITHOUT ADDRESSING AIR FORCES FOR REDUCTIONS AND WITHOUT SPECIFYING SUB-CEILINGS, REMAINS VALID.

11. THE WORKING GROUP TAKE THE VIEW, ON THE BASIS OF STUDIES TO DATE, THAT A METHOD CAN BE FOUND OF INCLUDING AIR MANPOWER IN A COMMON CEILING, WITHOUT ADVERSE MILITARY SECURITY EFFECTS FOR NATO.

(1) AC/276-D(74)11, 15 NOV 74

ANNEX A TO
AC/276-WP(74) (REVISED)

SECRET

PAGE 02 NATO 06626 03 OF 03 280122Z

1. THE CALCULATIONS IN THIS ANNEX ARE BASED UPON THE FOLLOWING ILLUSTRATIVE MANPOWER STRENGTHS (1)(2):

	NATO	WP
AIR FORCES	196,500	208,000
GROUND FORCES	791,000	937,000
	987,500	1,145,000

2. CALCULATIONS OF OVERALL COMMON CEILINGS:

(A) APPROACH 1 SPECIFIES NO SERVICE SUB-CEILINGS.

NATO AIR MANPOWER - 196,500 OR WP 208,000
AIR MANPOWER

NATO GROUND MANPOWER
(REDUCED BY 10PCT - 711,900 711,900

OVERALL COMMON CEILING 908,400 919,900

(B) APPROACH 2 SPECIFIES SUB-CEILINGS ON AIR AND GROUND MANPOWER. TO ENSURE THAT THERE WOULD BE NO COMPULSORY REDUCTIONS IN AIR MANPOWER BY EITHER SIDE, IT IS NECESSARY TO USE WP AIR MANPOWER STRENGTH TO CALCULATE THE OVERALL COMMON CEILING UNDER THIS APPROACH AND UNDER APPROACH 4.

WP AIR MANPOWER- 208,000

NATO GROUND MANPOWER
(REDUCED BY 10PCT)- 711,900

OVERALL COMMON CEILING- 919,900

(C) APPROACH 3 SPECIFIES SUB-CEILINGS ON GROUND MANPOWER ONLY.

NATO AIR MANPOWER 196,500 OR WP 208,000
AIR MANPOWER

NATO GROUND MANPOWER
(REDUCE BY 10PCT)- 711,900 711,900
SECRET

PAGE 03 NATO 06626 03 OF 03 280122Z

OVERALL COMMON CEILING- 908,400 919,900

(1) ATTENTION IS INVITED TO THE FINDINGS IN PARA 18 AC/276-D(74)7
PARTICULARLY THAT REFERRING TO GROUND MANPOWER WHICH STATES "THE
PRESENT ANNOUNCED FORMULATION OF THE COMMON CEILING AS AN
ILLUSTRATIVE TARGET AT "ABOUT 700,000" COULD THEREFORE BE
RETAINED, AT LEAST FOR THE PRESENT."

(2) THE WP FIGURES REFLECTED IN IMSWM-236-74, 9 OCT 74; NATO
FIGURES ARE THOSE IN AC/276-D(74)9

(D) APPROACH 4 SPECIFIES SUB-CEILING ON AIR MANPOWER ONLY.

WP AIR MANPOWER- 208,000

NATO GROUND MANPOWER
(REDUCED BY 10PCT)- 711,900

OVERALL COMMON CEILING- 919,900

3. COMPARISON OF OVERALL COMMON CEILINGS AND SUB-CEILINGS
FOR EACH FORMULATION:

	APPROACH 1	APPROACH 2	APPROACH 3	APPROACH 4
OVERALL COMMON	908,400		908,400	
CEILING OR	919,900	OR	919,900	
	919,900		919,900	

AIR SUB-CILING	NONE	208,000	NONE	208,000
GROUND SUB-CEILING	NONE	711,900	711,900	NONE

4. THE NUMERICAL EFFECTS OF EACH APPROACH IN TERMS OF
NUMBERS AND PERCENTAGES OF REDUCTIONS INVOLVED ARE:

	APPROACH 1	APPROACH 2	APPROACH 3	APPROACH 4
NATO WP NATO WP NATO WP NATO WP				
ONO.OF GROUND	79,100	236,600	79,100	225,100
	79,100	236,600	79,100	225,100

100

FORCES REDUCED OR OR
225,000 225,100

SECRET

PAGE 04 NATO 06626 03 OF 03 280122Z

PCT OF GROUND 10 25.3 10 24.0 10 25.3 10 24.0
FORCES OR OR
REDUCED 24.0 24.0

PCT OF TATAL FORCES 20.7 20.7
(AIR AND GROUND) 8 OR 8 19.7 8 OR 8 19.7
REDUCED 19.7 19.7

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